

Loudoun County, Virginia
2008-2009 Consolidated Annual Performance
and Evaluation Report



Program Year Five
July 1, 2008 – June 30, 2009

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Loudoun County
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EXECUTIVE SUMMARY

Loudoun County received its fourth Community Development Block Grant (CDBG) allocation of \$900,537 for Fiscal Year 2008-2009. As an entitlement community, Loudoun County is required to submit an annual report on the County's programmatic and financial performance. This report contains a summary of accomplishments and an accounting of the allocation and expenditure of funds under the Consolidated Plan for the period July 1, 2008 through June 30, 2009.

Nine projects were funded with CDBG funds in Program Year 5. Four of the projects were public service projects, one project involved the construction of an emergency homeless shelter, one project involved the rehabilitation of a group home for mentally challenged adults, one project provided loans to low and moderate income homeowners to improve their properties, one project provided bus shelters near low and moderate income residences and one project provided design and engineering services for sidewalk construction. All of the projects benefited low and moderate income residents. The total number of direct beneficiaries included approximately 700 persons. A project location map is located in the Appendices.

CDBG Program Highlights for 2008-2009

- Successful completion of two home rehabilitation projects in the CDBG-funded Loudoun County Home Improvement Program (LCHIP). This program provides forgivable and no interest loans to eligible low and moderate income homeowners to rehabilitate and improve their homes.
- Provision of transportation services for 75 homeless residents of the Cold Weather Shelter.
- Provision of case management services to 52 at-risk pregnant women.
- Provision of access for 561 low income clients to free, ongoing chronic prescription medications with a value of over \$500,000.
- Rehabilitation of a group home for six mentally challenged adults.

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All Grantees Must Submit a Narrative Statement Addressing the Following:

1. Assessment of Three – to Five – Year Goals and Objectives

The following CDBG Program Year 5 (2008-2009) projects are listed according to description and funding allocation, Consolidated Plan priority addressed, and Performance Measurement objective and outcome addressed.

- Loudoun Accessible Medication Program (\$33,078)
Consolidated Plan Priority: Community Development
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Homeless Shelter Construction (\$250,000)
Consolidated Plan Priority: Homeless
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Cold Weather Shelter (\$40,000)
Consolidated Plan Priority: Homeless
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Purcellville Bus Shelters (\$15,000)
Consolidated Plan Priority: Community Development
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Lovettsville Sidewalk Engineering Project (\$80,000)
Consolidated Plan Priority: Community Development
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Healthy Families Loudoun (\$52,011)
Consolidated Plan Priority: Community Development
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Eastern Loudoun Group Home Rehabilitation (\$11,019)
Consolidated Plan Priority: Non-homeless Special Needs
Objective: Suitable Living Environment
Outcome: Availability/Accessibility
- Individual Savings Program (\$9,992)

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Consolidated Plan Priority: Housing
Objective: Suitable Living Environment
Outcome: Affordability

- Loudoun County Home Improvement Program (\$229,330)
Consolidated Plan Priority: Owner Occupied Housing
Objective: Decent Housing
Outcome: Affordability

2. Actions Taken to Affirmatively Further Fair Housing

As a CDBG entitlement jurisdiction, Loudoun County is required by Sections 104 (b) (2) and 106 (d) (5) of the Housing and Community Development Act of 1974, as amended, to certify to “affirmatively further fair housing choice”. Congress reiterated this obligation in Section 105 (b) (13) of the National Affordable Housing Act of 1990.

Loudoun County is committed to affirmatively furthering fair housing. During the 2008-2009 CDBG program year, the County Board of Supervisors held a public hearing on the Five-Year Fair Housing Plan and Analysis of Impediments (FHP/AI). The AI includes a detailed analysis of existing policies and practices that may impede fair housing choice with recommendations for correcting any identified impediments and a timeline for implementation. The FHP/AI was adopted by the Board on May 5, 2009.

3. Affordable Housing

During this reporting period, the Board of Supervisors approved the Five-Year Consolidated Plan that outlines the County’s strategy for addressing housing, homeless and community development priorities. The County also applied to the State for Neighborhood Stabilization Program (NSP) funds and received a direct allocation of CDBG funds from the American Recovery and Reinvestment Act (CDBG-R).

Loudoun County received \$2.0 million in NSP funds from the State to be used to purchase foreclosed or abandoned homes, rehabilitate and resell them to qualified purchasers in three neighborhoods in eastern Loudoun. The CDBG-R allocation of \$244,615 is for the installation of solar panels on an emergency homeless shelter and the rehabilitation of 11 affordable single-family units for energy efficiency.

Another ongoing CDBG-funded affordable housing project rehabilitates houses owned and occupied by low and moderate income residents. The rehabilitation may include the addition of accessible accommodations for the physically disabled.

The County’s Affordable Dwelling Unit (ADU) program is designed to provide affordable rental and for-sale housing. Services are available to all citizens, with priority given to income eligible persons who live and/or work in the County. Household income must exceed 30% but be less than 70% of the median income for the area. During FY 2008, there were a total of 287 ADU rental apartments available at rents below market

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rate. The average income for those renting an ADU apartment is \$33,955. During the same period, 142 affordable housing units were sold to eligible buyers in the County. The average income for those purchasing an ADU home is \$41,202.

The County provided 735 low income families with Housing Choice Vouchers (HCV) to assist with rental payments. There are 296 applicants on the waiting list (the wait list will be open the month of November 2009). In the Definition and Clarification section of the HCV Administrative Plan, the following definition was added: Welfare-to-Work: A program which allows some applicants who are on Temporary Assistance for Needy Families (TANF), have been on TANF in the past 3 years, or are TANF eligible to receive their voucher earlier than others on the waiting list in exchange for the client's agreement to work or be in training full-time, or look for work full-time.

In a continuing effort to address affordable housing issues, the Board of Supervisors expanded and revised the locally funded Down Payment and Closing Cost program (DPCC) to reach more homebuyers. During the year, the Housing and Community Development Division (HCD) of the Department of Family Services worked on several initiatives aimed at preserving and developing affordable housing. HCD developed a flyer with information for County residents on the State-funded weatherization program that is administered by a nonprofit organization. HCD continued an outreach program to public employees to provide information on housing finance programs available to them in the County and participated in a housing fair sponsored by a realtors association. Also, HCD administered funds from the Virginia Housing Development Authority (VHDA) for foreclosure purchases by first-time homebuyers.

4. Continuum of Care

The Loudoun County Department of Family Services created a Continuum of Care Coordinator position, which was staffed in early 2008. One of the key responsibilities of this staff person for 2008 was to facilitate the CoC efforts toward development of a 10-year plan to end homelessness. The Loudoun County Continuum of Care Committee is co-chaired by a staff member from the Loudoun County Department of Mental Health PATH Program, and a member of a private non-profit organization. New subcommittees were formed in October 2008 and include: Data Collection and Analysis (includes Point In Time Homeless Count sub-group), Prevention of Homelessness, Outreach, and Funding and Resource Development. The Cold Weather Shelter Committee, already in existence continues its work to support the winter shelter.

1. Data Collection and Analysis Sub-Committee: Progress was made on implementation of Homeless Management Information System (HMIS) during 2008 by members of the Data Collection and Analysis committee (formerly called HMIS and Data Collection committee). HMIS is one hundred percent operational at this time among all key homeless shelter programs that include the Loudoun Emergency Homeless Shelter, Transitional Housing operated by Volunteers of America, the Drop In Center (operated by Loudoun County Government), and the emergency shelters operated by Good Shepherd Alliance. The PATH homeless outreach program,

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operated by Loudoun County Mental Health is also using HMIS as is the Cold Weather Shelter, a Loudoun Continuum of Care project.

2. Prevention of Homelessness Sub-Committee: This committee has begun work on identifying the causes of homelessness in Loudoun County. A survey is being developed to collect information on the causes of homelessness among homeless persons in Loudoun County. Information collected will be reported to the full Continuum of Care and used to identify possible solutions to homelessness in the county. Information collected along with recommendations from this committee will be important toward the development of a ten year plan to end homelessness.

3. Outreach Subcommittee: This committee is working on recruiting new member agencies to the Continuum of Care to insure that the group has the right make-up to complete tasks. A process to create a logo for the CoC has begun and logo designs will be solicited through a contest among the CoC members and others in Loudoun County. Future projects include developing information packets about the CoC for new and potential members and also the creation of a presentation about the CoC and homelessness in Loudoun County that can be used for community education and outreach efforts.

4. Funding and Resource Development Subcommittee: This committee conducted a survey to all CoC member agencies to learn more about the types of federal, state, and foundation grants that fund homeless programs and services in the County. This information will be organized, to include application information and time-frames, and will be shared with the full CoC membership. Development of a collaborative process for members to share and coordinate grant applications is a goal of this committee. The desired outcome is to secure funding for additional affordable housing resources.

5. The Cold Weather Shelter Committee continued its work during the year. The shelter operated very successfully during its third season operating from November 2008 through March 2009. Sub-committees of this group collected supply donations to meet the needs of this program, coordinated donated food and evening meals, revised program policies and procedures, and trained shelter staff. Involvement from the faith community with meals and supplies contributed greatly to the success of the program. The Cold Weather Shelter received an award from the Loudoun Human Services Network in 2008 for “Outstanding Program of the Year”, which demonstrates the success of this program.

5. Other Actions

- Obstacles to Meeting Underserved Needs

The County took a significant step during FY 2008 to address obstacles to meeting underserved needs by establishing homelessness as a preference to receive a Housing Choice Voucher. Up to ten vouchers were earmarked for the homeless. The County also continued operation of a Cold Weather Shelter from November 2008 through March 2009.

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One of the greatest obstacles to meeting underserved needs continues to be the lack of resources. The Board of Supervisors approval of an expanded and revised locally funded Down Payment and Closing Cost program (DPCC) to reach more homebuyers will focus additional resources on underserved needs. In addition, the allocation of \$500,000 of housing funds to buy back ADU foreclosures will prevent the loss of affordable housing stock in the county.

- **Foster and Maintain Affordable Housing**

Loudoun County has made important efforts during this reporting period to address the need for affordable housing, both new and existing. The receipt of \$2.0 million in NSP funds from the State will enable the County to purchase foreclosed or abandoned homes in three eastern Loudoun neighborhoods, rehabilitate them and resell to eligible low, moderate and middle-income buyers. The County continues to support two programs whose primary purpose is to preserve and rehabilitate existing affordable housing. The Revitalization Program targets owner-occupied homes in the eastern part of the County for rehabilitation. This program is funded with local monies and targets persons with incomes up to 100 percent of median family income. The Loudoun County Home Improvement Program (LCHIP) is available countywide to low and moderate income homeowners (up to 80 percent of median family income) who want to rehabilitate their homes. In addition, \$200,000 of CDBG-R funds will be used to rehabilitate 11 affordable single-family units to make them more energy efficient.

In an effort to increase the availability of affordable housing opportunities to first-time homebuyers, the County participated in a program sponsored by the Virginia Housing Development Authority that offered home loans at below market rates. Loudoun County received an allocation of \$4.0 million. Ten families were able to purchase their first homes.

- **Eliminate Barriers to Affordable Housing**

In 2008, the Loudoun County Board of Supervisors took significant action to remove barriers to affordable housing in the County by approving changes to the locally funded Down Payment Closing Cost (DPCC) program that increased the loan amount and expanded eligibility. The adoption of a process for accessing and disbursing local housing funds should increase the stock of affordable housing thereby enabling more people to find affordable housing in the County. The Board continues to work with businesses and other jurisdictions to encourage regional affordable housing solutions such as workforce housing, incentives to encourage private investment, universal design and prioritizing public land and resources.

- **Overcome Gaps in Institutional Structures**

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The Department of Family Services, as the lead agency for the Continuum of Care, recently created and staffed a full-time position to serve as CoC Coordinator. A goal of the CoC Coordinator is to increase outreach in the community and involve more people in the decision-making process. An annual strategic planning process has been initiated to guide the work of the CoC in the coming year.

The Department of Family Services also formed a cross-functional Community Development/Housing Policy team that meets bi-monthly to address housing and community development issues.

The County established a housing matrix team composed of representatives from the County Administrator's office and various County departments that meet on a regular basis to discuss ways to collaborate on affordable housing issues.

- **Reduce Lead-Based Paint Hazards**

Consultations with the local and state Health Department revealed that there were no documented cases of elevated lead in young children during FY 2008. In an effort to reduce any lead-based paint hazards in properties built before 1978, the County has contracted with a lead-based paint contractor to assess qualified properties that are to be rehabilitated as part of the Loudoun County Home Improvement Program (LCHIP). Documentation on compliance is included in each project file in accordance with the Lead-Safe Housing Rule. In addition, written information on lead-based paint hazards is provided to homeowners involved with LCHIP and landlords and clients participating in the Housing Choice Voucher program in an effort to identify rental properties built before 1978 that have not been tested. Additional information for clients is included in a new pamphlet published by the Environmental Protection Agency.

The Department of Family Services, in conjunction with the LCHIP program, coordinated a one-day lead-based training for LCHIP contractors and County inspectors.

- **Reduce Number of Persons Living Below Poverty Level**

Loudoun County Department of Family Services (DFS) continued to sponsor the Family Self-Sufficiency (FSS) program that provides Housing Choice Voucher participants the opportunity to achieve economic independence over a five year period. Case managers are linked with participating families to develop individual savings plans that include mentoring and budget counseling.

The DFS Career Support Services counselors continued to provide case management, coordination of educational and training opportunities and career development assistance for participants in the Virginia Initiative for Employment

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not Welfare Program (VIEW), the Workforce Investment Act (WIA), and the general job-seeking public.

The DFS Career Support Services Unit continued to provide case management and subsidy payments for child care to families who participate in VIEW. The non-VIEW Childcare Fee System Program and the Head Start Wrap-around Program provided childcare subsidies for families that met the income criteria and needed childcare while they were working or enrolled in an approved education and/or training program.

The DFS Career Support Services Unit also assumed responsibility for the Summer Camp program. The program provides child care during the summer months to those families who are working and do not need child care during the school year.

During the year, DFS and local transportation services provided free tokens and subsidized transportation for low and moderate income persons to access needed services, including employment sites and job training. Loudoun DFS continued to administer the Vehicles for Change Program for seven Northern Virginia jurisdictions. This program provides vehicles to TANF and low income families who are working.

6. Leveraging Resources

Annual Entitlement Allocation

During Federal Fiscal Year 2008, Loudoun County received an allocation of \$900,537 of Community Development Block Grant (CDBG) funds from HUD due to the County's designation as an "Urban Entitlement County". These funds were used to leverage other public and private funds for housing, the homeless, special needs populations and community development activities. In addition, program income in the amount of \$80,000 was received as a result of loan repayments to the County Home Improvement Program.

Other Federal Funds

Housing

- | | |
|--------------------------------------------------------------------------|-----------|
| ▪ Administrative fees from HUD for administering Housing Choice Vouchers | \$732,481 |
| ▪ Family Self-Sufficiency Program Coordinator Grant from HUD | \$65,567 |

Homeless

- | | |
|---------------------------------------------------|-----------|
| ▪ Supportive Housing Program Grant from HUD – THP | \$106,429 |
|---------------------------------------------------|-----------|

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▪ Supportive Housing Program Grant from HUD – TOP	\$61,910
▪ SHARE-Federal Shelter Grant (FSG) from HUD for operating the County's emergency homeless shelter program	\$16,542
▪ Child Services Coordinator Grant (CSCG) from Virginia Department of Housing and Community Development (VDHCD) for operating the County's emergency homeless shelter program	\$8,108
▪ Shelter Support Grant from HUD	\$20,546
▪ Homeless Intervention Program, TANF funds	\$30,064
Total	\$1,041,647

TOTAL FEDERAL RESOURCES	\$2,022,184
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Other Resources

Non-Federal Public Sources (State)

Housing

▪ Sponsoring Partnerships and Revitalizing Communities (SPARC) from the Virginia Housing Development Authority (VHDA). State directly provides low interest loans for mortgage financing	\$5,044,077
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Homeless

▪ SHARE-Shelter Support Grant (SSG) from VDHCD for operating the County's emergency homeless shelter program.	\$10,555
▪ Homeless Intervention Program (HIP) from VDHCD Provides grants for the prevention of eviction or foreclosure	\$180,972
▪ Staff for operation of HIP	\$40,000
▪ Child Services Coordinator Grant	\$13,679

Special Needs – Non Homebuyer

▪ Loudoun County Disability Services Board (DSB) Grant from VA Dept.of Rehabilitation Services.	\$7,750
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TOTAL NON-FEDERAL (STATE)	\$5,297,033
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Non-Federal Public Sources (County)

Housing

- Staff and operating costs for the Affordable Dwelling Unit (ADU) Rental and Homebuyers Opportunity Program (HOP) \$373,674
- Down Payment Closing Cost (DPCC) Program loan amount funded by cash proffers \$219,982
- Eastern Loudoun Revitalization Program to rehabilitate owner occupied affordable housing \$0

Homeless

- Operating the County's transitional shelter programs via contract with a non-profit \$239,383
- Operating the County's emergency homeless shelters via contract with a non-profit \$433,508
- Staff and operating costs for the Homeless Intervention Program (HIP) \$99,726

Special Needs-Non Homebuyer

- Loudoun County Disability Services Board (DSB) Grant matching funds (local) \$19,995

TOTAL NON-FEDERAL (COUNTY)	\$1,386,268
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7. Citizen Comments

No citizen comments were received regarding the program.

8. Monitoring

The monitoring of Program Year 5 projects was accomplished in several ways. Communication with funding subrecipients was consistently maintained during the reporting period through emails and phone calls. Each subrecipient submitted quarterly progress reports that provided the status of the project, any problems encountered, and the amount of funds spent that quarter. Finally, each of the Program Year 5 projects was monitored on site for programmatic and financial compliance.

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All of the subrecipients were found to be in compliance with their CDBG contracts. Most of the projects were on schedule with timely expenditures. A couple of new projects experienced slow start up, but were back on schedule by the end of the program year.

9. Self-Evaluation

This reporting period covers Loudoun County's fifth year as a CDBG entitlement community. Project contracts were executed on time which resulted in timely expenditures and significant program accomplishments.

Program Year 5 projects funded by CDBG (as referenced in 1. Assessment of Three – to Five – Year Goals and Objectives), addressed the overall goal of developing viable communities by providing decent housing, a suitable living environment and expanding economic opportunities, principally for low and moderate income persons. Funded projects provided a balance between public service and capital projects and among priority needs identified in the Consolidated Plan. A comprehensive marketing campaign was conducted in order to ensure a diverse number of projects to benefit low and moderate income residents in the County.

Funding expenditures have been timely with the largest amount of funding being allocated to the Loudoun County Home Improvement Program (LCHIP). LCHIP is funded annually from CDBG and program years remain in open status in order to accommodate homeowner loan repayments.

The racial/ethnic breakdown for the majority of persons receiving benefits and services from CDBG-funded projects was: White – 64%, African American – 20%, and Asian – 15%. Thirty-three percent (33%) were persons of Hispanic heritage. The income breakdown was: Extremely low income – 92%, Low income – 8%, and Moderate income – 0%.

Additional information on Program Year 5 projects is included in the IDIS reports located in the Appendices.

All Grantees Receiving CDBG Entitlement Funds Must Submit a Narrative Statement Addressing the Following Issues:

1. Relationship of the Use of CDBG Funds to the Priorities, Needs, Goals, and Specific Objectives Identified in the Consolidated Plan

Loudoun County's CDBG Program Year 5 projects directly relate to the overall Consolidated Plan goal of providing decent housing, a suitable living environment and expanding economic opportunities primarily to low and moderate income persons. Each CDBG-funded project benefits low and moderate income persons.

The following Priority Needs areas are matched with projects funded in Program Year 5:

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Homeless/Special Needs Populations Priority Areas: Homeless Persons and Families; Persons with Disabilities; Victims of Domestic Violence.

- Homeless Shelter Construction
- Cold Weather Shelter
- Eastern Loudoun Group Home Rehabilitation

Housing Priority Areas: Increase Supply of and Preserve Affordable Housing; Extremely Low Income; Very Low Income; Persons with Disabilities.

- Loudoun County Home Improvement Program

Non-Housing Community Development Priority Areas: Employment Training for Low Income Persons; Revitalization of Older Communities; Increase Public Facilities and Public Services for Youth and Seniors.

- Loudoun Accessible Medication Program
- Healthy Families Loudoun
- Individual Savings Program
- Purcellville Bus Shelters
- Lovettsville Sidewalk Engineering Project

2. Changes in Program Objectives

There were no changes in program objectives in FY 2009.

3. Efforts in Carrying Out Grantee Certifications

Loudoun County was successful in securing resources from the sources cited in Section 6. Leveraging Resources, of this report. These resources were used to leverage CDBG funds for the benefit of the homeless, the disabled (including HOPWA clients) as well as persons seeking affordable housing.

The implementation of the Consolidated Plan was not hindered by any action or willful inaction of the County.

4. Use of Funds for CDBG National Objectives

All of the projects funded in Program Year 5 met the CDBG national objective of benefiting low and moderate income persons and Loudoun County was in compliance with the overall benefit certification.

5. Funds Used for Acquisition, Rehabilitation or Demolition

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Loudoun County approved funding in Program Year 5 for the Loudoun County Home Improvement Program (LCHIP) that involves the rehabilitation of houses owned and occupied by low and moderate income persons in the County. During this reporting period, two homes were rehabilitated. No homeowners were displaced during rehabilitation.

In addition, one group home was rehabilitated using CDBG funds. No one was displaced during rehabilitation.

The County will take steps to minimize displacement by following the Uniform Relocation Act or Section 104(d) of the 1974 Community Development Act, where appropriate, and ensuring the issuance of timely information notices.

6. Additional Narratives

- Economic Development Activities – No Program Year 5 CDBG funds were allocated to economic development activities involving jobs or job creation.
- Limited Clientele – All Program Year 5 CDBG projects that were funded to serve limited clientele fall into the category of presumed benefit or the projects have income eligibility requirements that limit participation exclusively to low and moderate income persons.
- Program Income –Program income in the amount of \$80,000 was generated in Program Year 5.
- Rehabilitation Activities – Two home improvement projects were completed during Program Year 5. In addition, one group home was rehabilitated.
- HUD-approved Neighborhood Revitalization Strategy Areas – Loudoun County has no approved HUD NRSAs.

All Grantees Receiving HOPWA Funds Must Submit Narrative Information Addressing the Following:

Due to the instability in funding for the HOPWA program, the Department of Family Services no longer participates in the program. All vouchers funded by the HOPWA program were absorbed into the Housing Choice Voucher program.

Public Participation Requirements

Loudoun County has attempted to provide a clear and concise report of CDBG Program Year 5 activities as they relate to the needs, strategies and objectives that are included in the 2004-2008 Consolidated Plan and 2008-2009 Annual Action Plan.

The CAPER was made available to the public for review and comment at least 15 days prior to submission of the report to HUD. A certified copy of the published notice is

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included in the Appendices of this report. No comments were received on the CAPER. In addition, citizens had the opportunity to comment at a public hearing conducted by the Family Services Board in November 2007 on housing and community needs, fair housing issues and program performance. And, in April 2008, the Board of Supervisors held a public hearing on the proposed 2008-2009 Annual Action Plan.

A project location map is included in the Appendices to identify the location of CDBG projects funded in Program Year 5.

Project accomplishments are captured in the IDIS reports included in the Appendices.

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APPENDICES

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CERTIFICATION OF PUBLIC NOTICE

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2008 CDBG PROJECT LOCATION MAP

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2008 IDIS REPORTS

CO4PR23 – Summary of Accomplishments
CO4PR06 – CAPER
CO4PR03 – Summary of Activities - GPR
CO4PR26 – CDBG Financial Summary Report
CO4PR83 – CDBG Performance Measures Report

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2008 Accomplishment Tables

Annual Affordable Housing Completion Goals
Summary of Specific Annual Objectives